

December 20, 1978

The Honourable J. H. Faulkner  
Minister of Indian and Northern Affairs  
Government of Canada  
Centennial Tower  
400 Laurier Avenue West  
Ottawa, Ontario K1A 0H4

Dear Mr. Minister:

Northern Wilderness Parks and other land uses - 1978 as effectively and  
as soon as possible to your institution to participate in the  
process initiated by Parks Canada regarding proposed  
Northern Wilderness Parks.

In this meeting we intend to discuss the wilderness parks concept,  
the types of permitted activities on land and wildlife, and some  
SUBMISSION TO recommendations respecting the proposed  
parks and related policies. We will also discuss the  
THE HONOURABLE J. H. FAULKNER, on October 31, 1978 with the Inuvialuit,  
MINISTER OF INDIAN AND NORTHERN AFFAIRS to the extent that it deals with a 5,000 square mile wilderness  
and other land use issues.

The Agreement in Principle is a very important precedent-setting  
document which we understand was achieved only after many months  
of hard bargaining between the Inuvialuit and the Government.  
Whilst recognizing this Agreement as a notable achievement, we  
by The Independent Petroleum Association of Canada  
recommend that the following changes be made to the terms and conditions that require  
either modification or qualification if the Final Agreement is  
to be a practical document in the interest of the Inuvialuit  
and all other Canadians.

Our objective is to provide industry information and viewpoints  
that will assist you in the final determination of wilderness parks  
policies and the areas to which those policies will apply; a  
determination that will balance our country's energy and economic  
needs with the desires by some for wilderness lands.

Yours truly,

J. B. Porter,  
Managing Director

WLK:jt  
Att.

Recd: Aug 9/80

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PA. The Life & Death Project  
Minister of Indian and Northern Affairs  
The Honourable Mr. L. F. LAFLEUER  
Swissotel Hotel  
Montreal, Quebec, Canada - 1978

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December 20, 1978

The Honourable J. H. Faulkner  
Minister of Indian and Northern Affairs  
Government of Canada  
Centennial Tower  
400 Laurier Avenue West  
Ottawa, Ontario K1A 0H4

Dear Mr. Minister:

The spirit of the attached brief is to respond as effectively and specifically as possible to your invitation to participate in the consultation process initiated by Parks Canada regarding proposed Northern Wilderness Parks.

In this response we intend to discuss the wilderness parks concept, the impact of petroleum activities on land and wildlife, and some specific concerns and recommendations respecting the proposed wilderness parks and related policies. We will also discuss the Agreement in Principle signed October 31, 1978 with the Inuvialuit, to the extent that it deals with a 5,000 square mile wilderness park in the Yukon Coastal Plan and other land use issues.

The Agreement in Principle is a very important precedent-setting document which we understand was achieved only after many months of hard bargaining between the Inuvialuit and the Government. While recognizing this Agreement as a notable achievement, we feel that there are some very important matters that require either modification or qualification if the Final Agreement is to be a practical document in the interest of the Inuvialuit and all other Canadians.

Our objective is to provide industry information and viewpoints that will assist you in the final determination of wilderness parks policies and the areas to which those policies will apply; a determination that will balance our country's energy and economic needs with the desires by some for wilderness lands.

Yours truly,

J. D. Porter,  
Managing Director

WLK:jr  
Att.

Rec'd: Aug 7/80

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Price: Gift

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NORTHERN WILDERNESS PARKS AND OTHER LAND USES

SUBMISSION

TO

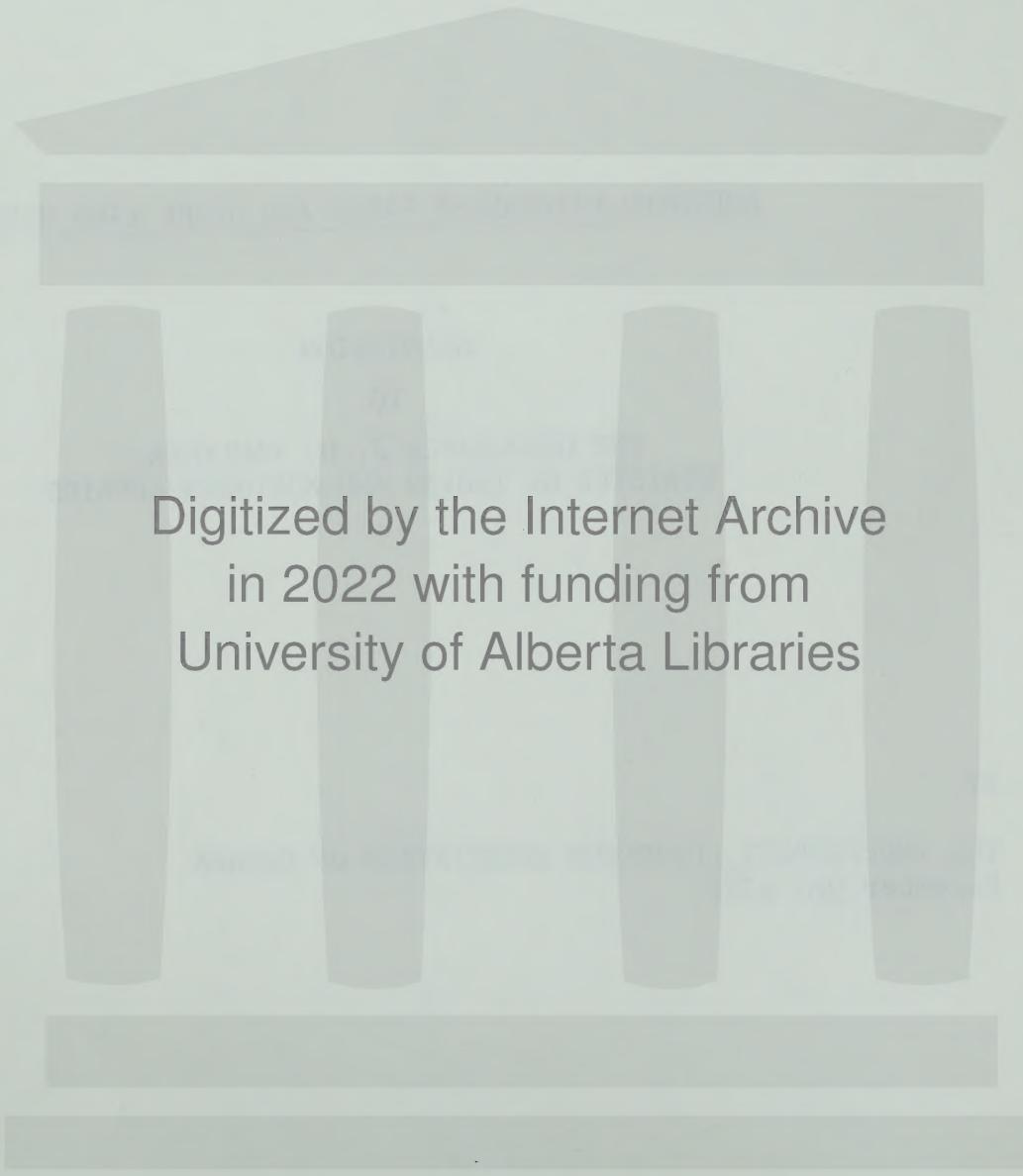
THE HONOURABLE J. H. FAULKNER,  
MINISTER OF INDIAN AND NORTHERN AFFAIRS

BY

THE INDEPENDENT PETROLEUM ASSOCIATION OF CANADA  
December 20, 1978

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## ASSOCIATION

The Independent Petroleum Association of Canada, hereinafter also referred to as "IPAC" or the "Association", is a Canadian Trade Association incorporated under the Companies Act of Canada in 1961. The Association is not affiliated with any other national or international organization and serves to represent the "independent" sector of Canada's petroleum industry.

The Association has as members 314 companies, of whom 174 are independent oil and gas exploration and production companies and 140 are companies which supply materials and services to the industry.

## PURPOSE

In this brief, the Independent Petroleum Association of Canada hopes to first discuss the concept of "wilderness" and the implications of wilderness areas in the Canadian Arctic unoccupied by humans. The nature of petroleum activities in the Arctic and environmental protection measures will then be described. This brief further assesses the outlook for petroleum reserves in the Arctic and describes the types of land use requirements which are a necessary part of this industry's activities. Finally, we will make specific recommendations that we believe the Minister should consider in the management plans for the Arctic Wilderness Parks and other land use issues.

## OVERVIEW

In his Report of the Mackenzie Valley Pipeline Inquiry, Mr. Justice Berger recommended establishment of a National Wilderness Park in the Northern Yukon. A principal focus of this recommendation was the protection of the Porcupine caribou herd which uses this portion of the Northern Yukon during the spring migration and calving season. Mr. Berger felt that only a National Wilderness Park, a new designation in the Parks Canada system, would protect the caribou herd. Subsequent to completion of his inquiry, Mr. Berger has actively promoted the establishment of a National Wilderness Park in the Northern Yukon.

In keeping with Parks Canada's theme to establish National Parks in all physiographic regions of the country, The Honourable J. Hugh Faulkner, Minister of Indian and Northern Affairs, announced on January 23, 1978 plans to begin consultation to assess the feasibility of setting aside six new areas in the Yukon and Northwest Territories as reserves for future National Parks. The six areas identified were the Northern Yukon, Banks Island, Bathurst Inlet, Wager Bay and Ellesmere Island. A smaller area focusing around the pingos at Tuktoyaktuk would be considered for creation of a National Monument area. The Minister noted that the area in the Northern Yukon, essentially the Firth River watershed and the Old Crow Flats area, was approximately half the total area proposed by Mr. Berger for a wilderness park.



In a further news release dated July 6, 1978 the Minister expanded the initial area under consideration for a Northern Yukon park reserve by announcing the withdrawal of the entire region north of the Porcupine and Bell Rivers. The following week the Minister announced the Joint Position Paper between COPE and the Federal Government. This was followed on October 31st by the signing of an Agreement in Principle. Included was provision for a minimum of 5,000 square miles of the Yukon Coastal Plain to be set aside as a wilderness area. This area would allow traditional land use and hunting by the Inuvialuit.

In a letter of June 28, 1978 the Independent Petroleum Association of Canada raised several questions concerning the extent of planning by Parks Canada in its proposal and requested the opportunity to meet with the Minister to elaborate on IPAC concerns.

In a further letter of August 24, 1978 IPAC again expressed its concern for the lack of consultation with the petroleum industry in assessing the proposed establishment of Northern Wilderness Parks.

#### WILDERNESS CONCEPTS

In his letter to IPAC in September, Mr. Faulkner quotes Justice Berger:

"To some people, the notion of preserving wilderness areas inviolate from industry is anathema - as though we were on the brink of starvation and could not survive without exploiting the resources of every last piece of ground in our country."

This statement leaves the impression that non-renewable resource development necessarily consumes massive land areas and does it in a deleterious way. We believe this to be a gross misconception of Arctic petroleum activities to date and as planned for the future. For many years the oil industry, especially as it pertains to operations in the Arctic, has recognized society's demands to undertake its activities in such a way as to not preempt or damage the other resource values. Over the last several years, considerable oil and gas exploration has occurred in the Canadian Arctic, including several of the areas proposed for wilderness parks. These activities have left the land in an essentially unimpaired state. Maps prepared by the Arctic Petroleum Operators' Association on behalf of industry describe the nature and extent of activities carried out to date.

Contrary to Mr. Berger's fears, the oil industry does not expect to develop and construct facilities over every "last piece of ground in our country". Oil and gas exploration activities take place in localized areas. Development facilities will be small in size and localized in their impact. Activities in recent years have not impaired the landscape: nothing suggests that future activities will impair the Arctic landscape. On completion of production and operation activities, there will be little visual evidence remaining.



The Canadian public is being asked to accept unoccupied wilderness parks in the Arctic as a foresighted step to protect land and wildlife. It seems clear, however, that the wilderness nature of the Arctic derives its real protection from fundamental facts of physical geography. The combination of harsh climate, remoteness, and low soil nutrient levels clearly limit the capability of the land to be highly productive in agricultural, forestry, and certain other biological senses. The great distance from Southern Canada further imposes economic reality on any renewable resource exploitation, including recreation and tourism.

The economic development of the North therefore relies largely on the timely and economic development of non-renewable resources. Clearly, the Federal Government is properly stimulating such resource development through various fiscal and other economic programs. It remains for industry and government to continue this important work in a manner which is compatible with the cultural requirements of the native northerners and the need for the prudent protection of northern lands, waters and wildlife.

In his news release in January, the Minister quoted Mr. Berger in referring to wilderness as a non-renewable resource. There are many examples in the world that show that wilderness is in fact renewable. We believe that the concept of value to an area because it is "untrammeled by man" is an overly negative view of man's impact on nature and the capability of nature to regenerate, given reasonable conditions.

#### IMPACT OF PETROLEUM ACTIVITIES ON LAND AND WILDLIFE

The petroleum industry has spent millions of dollars in first understanding the nature of the environment in which it must work, and secondly in developing measures to mitigate environmental impacts. Operators in the Arctic are fully cognizant of the need to undertake their activities in a way which is consistent with the imperatives of environmental protection. The Arctic Petroleum Operators' Association on behalf of industry has recently compiled maps showing the amount of seismic lines shot and exploratory test holes drilled in the proposed park areas. We are confident that inspection of these areas, on Banks Island, Axel Heiberg and the Northern Yukon, will confirm the effectiveness of terrain and habitat protection.

At the present time the musk-ox population on Banks Island is in a secure ecological position. In fact, numbers are increasing beyond what some biologists feel is the effective carrying capacity of the ecosystem. Not many years ago, biologists felt that this musk-ox population was in danger of extinction. This return to a viable population has been, in part, a result of prohibiting hunting of the animal until the population recovered. The recovery has occurred during a time of aggressive oil exploration in the area. Clearly, oil and gas exploration has not jeopardized the overall survival of this population.

During the Mackenzie Valley Pipeline Inquiry, many scientific and lay opinions were expressed on the fate of the Porcupine caribou herd. The



best available information at this time shows this herd to be in balance with the capacity of the habitat, the losses to hunting and predators, and the recruitment rate. Although natural cycles can be expected in a caribou herd, the varying levels of petroleum industry activity to date have not jeopardized this population.

Other caribou herds which declined in numbers, often did so in response to excessive hunting pressure or natural causes. While a major human threat to animal populations is hunting, the solution is not prevention of industry activities, but effective game management which addresses all factors.

Over the last three years considerable study has been made following construction of the Alyeska Pipeline, its associated haul road, and the production facilities in the Prudhoe Bay area. Although wildlife biologists were initially concerned that this oil production and transportation system could have serious effect on the Central Arctic herd, the data shows the animals are habituating to the presence of the facilities. With effective control on hunting, long term success of this herd seems assured.

Development of a non-renewable resource in the context of a natural ecosystem is a short term event. Oil and gas are non-renewable resources and their development in a specific area has a finite life, typically of some decades. Wilderness areas are a renewable resource that regenerates, especially following diligent efforts to minimize environmental degradation. There are Canadian examples of oilfields such as Turner Valley, that had relatively intense, though localized, activity during the exploration and development drilling phase, that are attractive pastoral landscapes today, even though environmental protection was unheard of during the hectic days after discovery.

#### PETROLEUM POTENTIAL

Expenditures by the industry in the Arctic for exploration over the next five years will exceed \$500 million. The potential reserves in the Mackenzie Delta/Beaufort Sea, estimated by the Canadian Geological Survey, could double Canada's presently proven conventional reserves of eight billion barrels of oil and ten billion barrels of oil equivalent of gas. Industry estimates for this area run much higher. Exploration to date has provided indications of substantial petroleum hydrocarbons which leads to the conclusion that the incidence of discovery of oil and gas wells on these large structures will be high.

The present exploration efforts are proceeding on the assumption of the opportunity to develop these resources in an economic and timely manner. The proposed unoccupied wilderness areas, especially in the Northern Yukon, and the lands to be administered under the Inuvialuit agreement, may without modification present substantial stumbling blocks to these opportunities.



Petroleum reserves may or may not lie under the Inuvialuit or proposed park lands. This can only be determined by exploration drilling. However, use of these areas might be essential for harbours, shore bases, transportation or pipeline routes, all as may be required for production of reserves from adjacent onshore or offshore areas.

#### INDUSTRY LAND USE NEEDS

In addition to the seismic and drilling activities which have been undertaken in the Arctic, a number of other land use requirements by the industry will follow development requirements. These will be centered around small locations, dependent on the specific size and location of discovered reserves. The types of facilities which may be required would include pipeline routes, marine harbours, operational bases, plant sites, compressor or pump station locations, borrow sites and wellsites.

For example, offshore discoveries of oil on the Yukon coast could require a pipeline ashore and a pipeline route across the Northern Yukon. There may be construction requirements for temporary camps and shore bases. The long term operational requirements are minimal, since most facilities are highly localized and are connected by pipelines which do not require continual human activity.

#### CONCLUSIONS AND RECOMMENDATIONS

The oil and gas exploration activities to date have had only minimal impact to the Arctic environment. Current environmental planning is directed towards ensuring the subsequent construction and operation of resource development systems will also have only minimal impact on the environment.

Since the development of oil and gas from any one source has a life of decades only, and subject to effective environmental protection measures does not permanently impair the terrain or habitat values of an area, such areas could ultimately become part of the Wilderness Park System.

The Independent Petroleum Association of Canada recognizes the Minister's stated intentions to balance the needs of development against the desire for formal wilderness areas. The following recommendations are put forward as reasonable means to reach that balance.

A. With respect to proposed wilderness parks, IPAC recommends that:

- 1) The oil and gas potential of proposed wilderness parks should first be fully explored, although it is believed some portions of the proposed parks could be put into unoccupied wilderness status now.
- 2) Areas of discovery or required for development and transportation including that required for adjacent areas, should be excluded from unoccupied status until the production and transportation functions are completed.

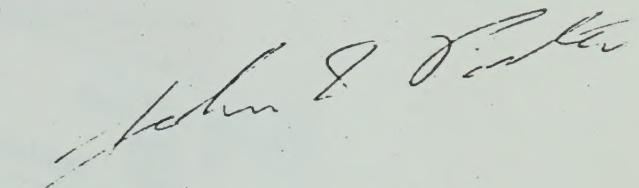


- 3) Exploration permits continue to be renewed subject to satisfactory performance.

B. With respect to the Final Agreement with the Inuvialuit, IPAC recommends that:

- 1) Provision be made for a pipeline corridor across the Yukon Coastal Plain.
- 2) Provision be made for arbitration of entry on and compensation for surface rights acquisition for leases and easements from the Inuvialuit, as may be required for the development needs of adjacent as well as Inuvialuit lands. Arbitration, when necessary, should be by an independently constituted Board.

All of which is respectfully submitted.



John D. Porter,  
Managing Director

WLK:jr



Date Due

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